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ABSTRACT

Herein is a special report on issues in German education that is chiefly concerned with educational innovations and practices in the various states of the Federal Republic. The report contains an interview with an official of the Ministry of Education, an article, notices, and announcements. The issues covered are 1) the restructuring of German education, 2) funding of education, 3) teacher personnel policies, 4) new curriculum, 5) integration of all levels of education, 6) degree requirements, and 7) adult and professional education. Several models of university structure are presented as part of the current debate on reform higher education. Those interested in future reports from the In-Press of Bonn may request information from the address given above. (CWB)

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I n t e r v i e w

Secretary of State Frau Dr. Hamm-Brücher on the Education Report

INTER NATIONES interviewed Frau Dr. Hildegard Hamm-Brücher, Secretary of State in the Federal Ministry of Education and Science on the Federal Government's report on Education Policy.

INTER NATIONES:

Madam Secretary of State, do you see, if any, important differences between the Federal Government's plans as outlined by this report and the suggestions for reform made by the Federal German Councils for Education and Science?

Frau Hamm-Brücher:

There are, of course, differences in both form and content between what has been offered in the way of recommendations by the Federal German Councils of Education and Science and that presented by the Federal Government as a political declaration in their report on Education Policy. For example, the Federal Government has in its report come out clearly in favour of the development towards comprehensive schools and reduced - in accordance with international trends - the number of school years to Abitur (grammar school leaving certificate) to 12. I do not consider it profitable, however, to dwell on these discrepancies in detail. All the plans now available - including the Education Report - are nothing more than a basis for the evolvement of a

comprehensive education plan for the Federal Republic, which has to be worked out by the Federal Government (Bund) and the Federal States (Länder) and then realised.

INTER NATIONES:

The Federal Report has stated definite dates for the extension of elementary education and the bringing forward of school commencement age, but not for the introduction of the integrated comprehensive school. Do you personally have any timing in mind on this point?

Frau Hamm-Brücher:

A responsible changeover of our school system to comprehensive schools cannot be effected just like that. The trial and introduction of the integrated comprehensive school will undoubtedly take a lengthy period of time. For, apart from practical, organisational and building problems, a significant role is played by the new educational content and differentiation which still has to be evolved and developed for instruction in the integrated comprehensive school. Compensatory education and individual advancement demands a type of teaching which is extremely difficult to achieve. I fervently hope that the some 40 experiments with comprehensive schools being carried out at present or in the near future will produce the experience and knowledge which will permit an ever-increasing and purposeful extension of this new type of school.

I am very pleased that there is a growing public response to this important reform and that a number of local associations have been formed to take the initiative in the establishment of comprehensive schools. The more moves of this type

can be encouraged, the sooner the aim of a general introduction of the integrated comprehensive school will be attainable.

INTER NATIONES:

How do you think you will be able to provide the additional teachers, from the elementary field to the comprehensive school, needed by 1980 as a result of the reforms and the increasing educational facilities?

Frau Hamm-Brücher:

The number of teachers will have to increase considerably in the next few years. I am confident, however, that we will find grammar school leavers (Abiturienten) interested in the teaching profession, once several prerequisites have been made. Amongst these ranks first and foremost, making the teaching profession more attractive (salary, promotion, conditions of work, further education). Another method of teacher recruitment is that of making palatable the transition to teaching for employees of larger and smaller research institutes. As you know, creative imagination is governed by age in most cases. Older research staff could, however, offer great help as teachers in the many and varied educational facilities thanks to their experience and comprehensive knowledge.

A third unexploited 'reservoir' is the many fully-trained women teachers whose return to service in schools must be facilitated and made attractive.

INTER NATIONES:

Do you think that the finances proposed by the Federal Government for the next few years, and thereafter increasing,

can be made available by 1980? Will the parliaments, will our society be prepared to make a 'genuine sacrifice', as demanded by Federal Minister Leussink?

Frau Hamm-Brücher:

The cost of the educational reform will undoubtedly exceed all customary dimensions. According to the latest distribution of commitments the main burden, namely 83% of the expense, will be borne by the Länder and Gemeinden (Federal States and Local Authorities). The Bund (Federal Government) will, without doubt, be able to raise its growing expenditure. Nevertheless, the whole problem of educational finance is not thereby solved. This can only happen by means of an educational budget evolved in conjunction with the comprehensive plan for education. Both are to be complete by the end of May next year. When you ask me whether society is ready to make sacrifices in favour of financing educational reform, I can only say: I hope so. It is, after all, not a matter of a public commitment the urgency of which is gradually being realised, and which together with all other public commitments hitherto has to be given a little more prominence. It is much more a necessary change of priorities in public expenditure i.e. other commitments will have to give way to the expansion of education.

INTER NATIONES:

According to the constitution all innovations in education require the approval of the Länderparlamente (State parliaments). The party majority in these parliaments is varied, however. Are you confident that cooperation between

the Federal Government and the Länder will develop positively in the question of educational planning and reform?

Frau Hamm-Brücher:

The federal structure of the Federal Republic of Germany has been lawfully and permanently laid down in the constitution. But the constitutional amendments made in May 1969 (Article 91a and 91b of the Basic Law) altered the manner, extent and balance of the cooperation between the Federal Government and the federal states. Educational planning became a joint commitment. To fulfil this task an institutional form was established within a few months, namely the Federal/States Commission for Educational Planning (Bund-Länder-Kommission), in existence since the 1st July.

The hoped for positive joint cooperation has already been justified by the fact that, in the meantime, as revealed by the echo following the Report on Educational Policy by the Federal Government, broad agreement has been established concerning educational policy aims. Furthermore, there is among the general public, a growing realisation of the backwardness of Federal German education, particularly compared with international standards. I plead, therefore, for the new form of Federal and State cooperation, as foreseen in the Commission for Educational Planning to be forcefully and seriously tried out. Should it emerge in one or two years that this form of educational policy cooperation and coordination is insufficient to solve problems of education in our schools and universities - then, of course, further constitutional amendments must follow.

S p e c i a l R e p o r t

The Federal Government's Report on Education Policy

The education policy programme of the Federal Government is ready. It was presented to parliament and the public as the 'Report of the Federal Government on Education Policy' by Professor Leussink, Minister for Education and Science on 12th June.

According to Minister Leussink himself the Federal Government has made thereby 'the first contribution ... to a joint educational planning policy with the Länder within the framework of Article 91b of the Basic Law.'

(In the course of the finance reform the distribution of commitments between the Federal Government and the Länder had also been newly defined for definite fields of educational policy by the law passed on the 12th May, 1969).*)

All those who believed that Federal Chancellor Willy Brandt was not particularly serious when he said in his government statement on the 28th October 1969: "Education, training, science and research are foremost amongst the reforms which we intend to undertake."

On the contrary, his new associates in this sector of politics - led by Federal Minister Leussink and his secretaries of state - have set to work with zeal and determination.

The Federal Report, completed within a few months, bears, as was immediately remarked in the press, the stamp of the most

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*) Also our Special Report in No.4/1969 of this service

outstanding politico-cultural expert of the FDP (Free Democratic Party), Frau Dr. Hamm-Brücher, now Secretary of State in the Federal Ministry for Education and Science. The educational policy aims of the SPD (German Socialist Party) and the FDP have for several years come closer together.

The Federal Report - Demand for Reform

The objectives have been set out in a 100 page report as a comprehensive reform programme affecting all fields of education for schools and universities.

The report is, therefore, not so much, as the title might lead us to expect, a statement of existing conditions but rather plans for the future. Every branch of education, it is true, is preceded by a brief description and criticism of the present 'situation and problems', the emphasis, however, is placed on the following section: 'Proposed Objectives of the Federal Government'.

The field of scientific research, by the way, has been omitted from this report although it falls within the competence of Leussink's Ministry. It has been withheld for the 'Federal Report on Research IV' which is to appear in Summer, 1971. Research reports are published at two-yearly intervals.

A further important reservation: the report, it is true, as Federal Minister Leussink explained to the press, can 'articulate' the wishes of the government and, as a consequence, the 'conceptions of the executive', since 'when one plans, one must have some conception'. It cannot anticipate the agreement of the 11 Länder, however, and was produced without their approval - something which caused astonishment amongst the public and the Länder. To counteract this Minister Leussink

states appeasingly in his preliminary remarks:

> "By outlining our own objectives, the direct responsibility and competence of the Länder for education cannot and should not be touched. The sections of the report which refer to the areas of competence within the Länder, must be regarded as a federal contribution to the comprehensive conception of educational policy which the Federal Government, within the framework of its joint-responsibility for educational planning, intends to introduce into the approaching consultations between the Federal Government and the Länder."

The report cannot, therefore, be considered as a 'National Education Plan'. Such a plan can only emerge as the result of these consultations. A painstakingly democratic process of discussion and decision is imminent. During the course of these deliberations will 'the influence of the Federal Government in this sphere grow and grow and the freedom of decision by the Länder be gradually restricted'? This is a supposition of the 'Süddeutsche Zeitung' (in a commentary by Gernot Sittner on the 18th June). Neither is this paper alone in its views.

Nothing new or the bold design?

The lack of agreement in the first public reactions was remarkable. Whereas some leading newspapers hailed the Federal Report as an 'educational policy event of the first order', 'deep incision in educational policy' (as in 'Die Welt' on 11th June), as a 'mile-stone' and 'tangible Utopia' (as in 'Die Zeit' on the 12th June), others remarked that the report brought 'nothing much new' ('Das Handelsblatt' on the 15th June); it was merely a combination of the concepts of the Federal Education and Science Councils (according to Dr. Martin, cultural-politics speaker of the CDU/CSU (Christian Democratic Union/Christian Socialist Union) in the Federal Parliament).

Thereby, in fact, a fundamental but not necessarily tender spot in the report is touched upon.

The Federal Government has not confronted the recently published structural plan of the Federal Council for Education, the recommendations of the Federal Council for Science for higher education and the various declarations made by the Conference of Ministers of Education with a new, contrasting concept which, of course, would have enriched German cultural policy by yet a further plan for reform, but which would also have caused some confusion. It is rather a case of endorsing the well-founded opinions of these bodies of experts in this matter.

To be sure, the fact must not be overlooked, that the government has given definite emphasis to certain things.

Since we have already given our readers details of the structural plan of the Federal Council for Education in the special issue 4/1970 (a report on the latest recommendations of the Federal Council for Science will follow in the next issue), we will limit ourselves here to indicating where the views of the Federal Government are identical with the findings and demands of the experts and where they go further.

General Principles: Equal Opportunity as the key-note

In the statement of 'General Principles' which precedes the report, the main sentence is noteworthy: "The supreme objective is a democratic, efficient and flexible system of education, which is available to every citizen for his personal, professional and political education from pre-school to further education."

The "private advancement" of the individual, and not planning, shall we say, according to the demands of the economy and society, is to be the key-note of this document. Is that

a mere declamatory protestation? Does not every self-respecting West German cultural politician - regardless of his party colours - assure us, that this is exactly what he wants?

The fact that the Federal Government is obviously determined to treat this demand seriously and to draw their own conclusions, even far-reaching ones, can be seen from the following sentences:

> "In order to reach these objectives, the distinction between the various types of schools and forms of higher education must be removed. With the development of an overall differentiated system of comprehensive schools and comprehensive higher education establishments, a democratic and efficient system of education is to be created in the Federal Republic, as has been planned and established by many other democratic industrial nations."

This statement is clear. It indicates a break with the tradition of a trinominal school system, of the educational hierarchy, over which reigns supreme on its lonely apex, the school for the elite sanctified by Humboldt's ideals, namely the university. In its place the Federal Report refers to the 'University of the Future':

> "It is to be developed into an integrated comprehensive university. Its capacity must be increased more than two-fold in the next ten years."

If Minister Leussink was reproached some months ago for not making his position clear on the question of cooperative or integrated universities in the 14 Articles concerning the University Skeleton Law (see No.2/1970 of this service), it has now been stated with the desired clarity, what the Federal Government intends.

The financial aims for the next decade likewise precedes

the report in lapidary brevity:

> "Public expenditure on education and science at the beginning of the eighties will be at least treble the amount spent today - at prevailing prices and above all having regard to prevailing incomes. The proportion of the gross national product spent on education and research, which at the moment - including the expenses borne by the economy - between 4 - 5%, must, according to present estimates, rise to at least 8%".

What is to be changed in detail?

All levels of education are to be included in the planned reform.

- "By 1980 elementary education is to be developed and the number of places in Kindergärten to be at the least doubled from 1 to 2 million. This object is, in the opinion of the Federal Government, to be given particular priority."

  Hitherto only about a third of all West German children attended Kindergarten before commencing school. In their demand for the inclusion of elementary education in the comprehensive education system, something which the Federal German Education Council likewise called for, the Federal Government sees "a definitive move towards the systematic removal of class barriers".

- By 1980 school commencement age will be brought forward to 5.

  This measure corresponds to the recommendations of the Federal Education Council who had based this earlier school commencement by one year on the "changed concepts of the child's readiness and ability to learn, the detrimental results of neglecting this early need to learn and general educational policy aims."

- Also in the demand for a simultaneous reform in the primary school in the form of a compensatory education and an increase in individual activity and creativeness, the Federal Government is in agreement with the experts in the Education Council and the Ministers of Education of the Länder, who have just produced a report on this subject. In the reform of the primary school the Education Report lays particular stress on the following points: "Introduction of 'Modern Mathematics', a basic understanding of the natural sciences, attempts at the early commencement of a foreign language."

- Hauptschule (Elementary school from the age of 10), Realschule (Secondary Modern School) and Gymnasium (Grammar School) are to be amalgamated step by step into a comprehensive school system... The integrated comprehensive

school system is to be tried out and introduced."

On this point the Federal Government has gone decidedly beyond the recommendations of the Education Council, which had cautiously suggested that the three types of secondary school "should enter a cooperative community according to the regional conditions" and thereby facilitate "the possibility of transfer" for the pupils.

Comprehensive school experiments - 40 in the whole of the Federal area - had been recommended, it is true, by the Education Council, but they had assumed a completely observant attitude in this respect, since it still has to be proved, "whether and under what conditions the expected benefits of integration can be realised."

The language in the Federal Report leaves no room for doubt: "The Federal Government is of the opinion that the outlined educational policy of proposed reform at secondary level from the point of view of teaching, staffing and economy can only be realised by the integrated comprehensive school."

- On the <u>secondary stage I</u> the Federal Report expresses itself with greater determination than the experts of the Education Commission of the Education Council. Whereas the latter left open the question whether the "orientation-grade" (5 and 6 School year) should be placed at primary or secondary level, the Federal Government has decided on a Secondary Stage I, embracing the grades 5 - 10.

  The Federal Report conforms with the recommendations of the Education Council in its demand "for a secondary certificate (Abitur I) after 10 years schooling for all children". Details of the definite date for the general introduction of an obligatory 10th school year have not yet been given.

- The Abitur II as the final examination for Secondary Stage II is in agreement with the views of the Education Council, just as the sensational abolition of the disparity in the traditional German educational system between the general education and profession-orientated courses. At secondary level they are to be "organized on equal footing" and "freely combined". A reform of the senior grammar school classes will go hand in hand with this.

- Whereas the structural plan of the Education Council makes a <u>shortening of the secondary stage</u> and thereby total school attendance from 13 to 12 years according to ability and option of the pupil, the Federal Government has pushed ahead on this point: "Concerning the reform of the senior classes of secondary education, period of school attendance is to be reduced from 13 to 12 years." Details of dates are also stated: The

first class with twelve years of schooling will reach Abitur II in 1979.

The Federal Government estimates that "around the year 1980 a good half of the pupils of an age-group" will "obtain this second secondary school certificate (Estimate of the Education Council - 45 - 55%).

- In professional training - completely in agreement with the Education Council - the combination of theory and practice (Industrial training and part-time instruction in a vocational school), the so-called "dual system" will remain intact: in addition, however, according to the wishes of the Federal Government, "intensified full-time schools", should be in operation.

- Like the Education Council, the Federal Government is striving for a "reform of teacher training", which also includes the further education of teachers already engaged in their profession. In the Federal Report it states in this connection:

"In the future in the comprehensive universities (Gesamthochschulen) 'stage-teachers' (Stufenlehrer) are to be trained for the elementary stage, the secondary stage I and the secondary stage II. After a basic study course in education follows specialist training in subject and didactics, each closely linked with the other."

By this it is clearly stated that with the standardization of training the old and still clearly defined prestige-barriers between teachers at the various types of schools are to be removed.

Quantitative estimates of the number of teachers required is not given in this chapter of the Federal Report. One can assume, that the Federal Government shares the view of the Education Commission, according to whose estimates the number of teachers must increase from the round figure at present of 350,000 (including part-time teachers) to a round 700,000 by 1980 i.e. the number has to be literally doubled.

The Federal Report places emphasis on the intensification of curriculum and education research which once again conforms with the recommendations of the experts. It will be apparent above all to specialists, that the planned far-reaching reform on learning aims and performance criteria demands a new ruling. Here as at numerous other places in the Education Report the more progressive development in other countries is stressed.

In the tertiary sphere the decision on the integrated comprehensive university, mentioned above, provides the most sensational point. Engineering Academies, Higher Education establishments (e.g. for Economics, for Social Work, for Creative Arts) are to be absorbed into the university sphere.

The reform of study courses and of the teaching body is here, too, a prerequisite for successful integration. In the Education Report it states: "According to present estimates, by 1980 a good quarter of the members of a year-group will be studying in the tertiary sphere (Comprehensive Universities)". That would be about 1 million students.

In the recommendations published by the Federal Council for Science almost simultaneously with the Education Report, parallel proposals have been made. Here, too, the integrated comprehensive university is favoured. It is also estimated by the Council that within a decade a student quota of 30% of a year group could be reached.

- Adult education and professional further education, at present two separate fields for the most part, are, according to the plans of the Federal Government, to be developed into a fourth stage of education. This corresponds to the proposal of the Structural Plan. Educational leave is to be regularized by law. The financial and staffing requirements for this new, fourth stage of education is naturally the least safe-guarded.

Problems of Finance and Relationship between the Federal Government and the Länder

If bodies of experts make bold plans with far-reaching financial consequences, no one can scold them; others are responsible for their being carried out. If the Federal Government acknowledges the costs estimated by the Education Council and the Science Council, their word carries weight and summons immediately critics and sceptics on to the scene.

In all press commentaries on the Education Report of the Federal Government the high costs as the tender spot in the reform plan have been the main target for criticism. An education budget of 95 - 100 thousand million DM in the year 1980 appears to many in fact utopian. As a comparison: in 1969 a round 20 thousand million DM were spent altogether on schools and universities.

Federal Minister Leussink has left us in no doubt that "painful priority-developments" are imminent. "A situation

will arise which will make genuine sacrifice necessary" he stated tc the press on the 12th June. The situation is already here. Whereas several weeks ago all politicians were rejecting the looming thoughts of increased taxation, a 10% increase in wages and income tax and further taxation measures were agreed on the 7th July, which inter alia are to help finance education.

Increased tax revenue alone will, however, not be sufficient. A "revolutionary process in the distribution of state expenditure" (thus "Christ und Welt" in a commentary by Giselher Wirsing on the 12th June, 1970) will be essential for the near future. Hitherto the Länder have borne 87% of educational expenditure and the Federal Government 13%. The all-embracing new commitments cannot be met by the Länder alone. The Federal Government must in the future, as expressed by Federal Minister Leussink "defray from a quarter to a third of the total sum" so that the Länder have to make "probably bearable contributions".

What will happen, however, if the Länder cannot or will not carry out the reform desired by the Federal Government in its present scope and time specified?

In this case (according to the weekly paper "Christ und Welt" in the quoted commentary) only "drastic reform in the Constitution" could help. "At present the Federal Government cannot be more specific on this point, but it must be realised in the Länder that a negative result will make unavoidable a remodelling of the whole of the state structure".

Also in the above-mentioned commentary in the "Süddeutsche Zeitung" the suspicion is voiced that the offers made in the

Federal Report to the Länder, to help finance an experimental programme in the school sphere (e.g. experiments in the elementary and primary field; model attempts with all-day schools and integrated comprehensive schools) are nothing more than an "effective means of exerting pressure and offering bait on the part of the Federal Government".

Apart from the precarious question of finance, it is the relationship between the Federal Government and the Länder which is filling numerous observers of German cultural policy with anxiety. Will the two partners mutually lend each other wings or inhibit each other?

Pessimistic conclusions do not seem justified in the present state of affairs. Federal Minister Leussink, in answer to journalists' questions stated that in his opinion the federal constitution of the Federal Republic had "right to exist for years to come". His Secretary of State von Dohnanyi pointed out in addition that many countries were in the process of decentralizing their state system, whereas many impatient people in the Federal Republic are promising salvation - particularly in the realisation of education reform - by measures towards centralization. "The questions of joint decision," he said, "would remain in every instance." Thus the "competence distribution was not so important".

Over and above this it must be said that the cooperation between the Federal Government and the Länder in their hitherto existing joint commissions and working parties has made its completely positive progress manifest. It is highly improbable that the Education Planning Commission will be the exception.

At their Plenary Session on the 2/3rd July, the Ministers of Education of the Länder for their part, have made known no official reaction to the Federal Report but, nevertheless, have welcomed in principle the recommendations of the Education Council and the Science Council, on which this report is based, reserving the right to discuss further the individual points.

In their detailed comment (20 pages) on the Structural Plan, of course, they assessed as particularly positive the proposals of the Education Council which make possible "a rapprochement of the school types and training courses without radical rupture". One can assume that the attitude of the Länder to the Federal Report will likewise fall into the same pattern. It is noteworthy that the varied statements quoted in this reaction to the principles and tendencies of a modern educational policy are identical with those of the Federal Government and the commissions of experts. A "counter-report" by the Länder to the Federal Report, as presumed here and there in the press,will undoubtedly not be forthcoming, neither will it need to be.

Who will reform man?

A reflective word in conclusion. Only in one of the leading daily and weekly papers which devoted a long commentary to the Education Report of the Federal Republic did we find the human problem in the realisation of the education reform touched upon: Nina Gruneberg was of the opinion in 'Die Zeit' (issue of the 12th June), that the "external reform" could only succeed hand in hand with an "inner reform". At the same time emerges "the leading question whether school and

university teachers are in a position to re-think and to adapt their frame of mind to the new demands".

This, however, cannot be attained by new taxation, decrees or agreements between the Federal Government and the Länder. Is the commentator right when she sees here the essential problem of German educational reform?

A r t i c l e s

Models of a comprehensive university

For some time now people in the Federal Republic of Germany are no longer speaking only of the comprehensive school but also of the comprehensive university. Almost all influential political forces have picked up this idea and made it their programme note for the future shaping of the tertiary education field (higher education). At the same time distinction is made between the "cooperative comprehensive university" - favoured by the more conservative educational politicians - and the "integrated comprehensive university" demanded by the Left Wing and which in the meantime is recommended also by representative higher education bodies such as the West German Rectors' Conference. Whereas the "cooperative comprehensive university" merely means an organisational amalgamation of different and in many ways continuing independent establishments of higher education i.e. of the traditional universities on the one hand, and technical academies on the other, between whom possibilities of transfer exist for the students, the "integrated comprehensive university" is aimed at embracing all courses of study in the post-secondary field, provided they are scientifically orientated within one single university with a communal administration responsible for all and communal decision-taking bodies (conventions, senates).

Comprehensive university - with or without research?

To be sure, a binding conception of the "integrated comprehensive university" is still missing. The ideas on this new university reform differ greatly. The organisation of university assistants, the Federal Conference of Assistants, which belongs

to the leading spokesmen of the discussion on higher education policy, champion, for example, the type of comprehensive university in which all fields are engaged in research, corresponding more or less to universities hitherto; in all, the old principle of "unity of research and teaching " which has characterized German universities since the time of Wilhelm von Humboldt is to be realised.

The opinion is, however, predominantly put forward, that within the comprehensive university there should be varied degrees of research. Likewise study, in accordance with this principle, is not to be merely a gradual "learning by research" based on personal research activity - as proposed by the Federal Assistants Conference - but rather place found for more orthodox training courses in the comprehensive university.

Levels of study: horizontal or vertical

It is also disputed whether study should be pursued in a consecutive succession of horizontal stages leading in each case to a higher qualification - which would make entering a profession possible after any one stage - or whether from the outset it should be a vertical pattern aimed at definite qualifications, which must not exclude transfer between different courses. In some measure, the Federal Council for Science - a central consulting body for higher education and science policy and established by the Federal Government and the Länder - already advocated in 1966 consecutive development of study in its recommendations for study reform: at that time the Science Council proposed that study should be divided into three separate phases: a basic studies course (Grundstudium) terminating with an intermediate examination (Zwischenprüfung); a main

study course (Hauptstudium) ending with a profession-orientated examination and a further course of studies (Aufbaustudium) which, a type of post-graduate course based on research, would lead normally to a doctorate. The Science Council restricted this model, it's true, to scientific study in the traditional sense at universities. According to this model, taking up a profession was usually possible only on conclusion of the main course of studies i.e. after a minimum of eight semesters (consideration of a final examination after six semesters was discussed only in a few subjects).

In a reform plan for the secondary and university stage (Sekundarstufe und Hochschulstufe), the former Berlin Senator and leading Social Democratic politician in educational matters, Carl-Heinz Evers, was the first to propose a successive pattern of studies based on the comprehensive university. According to this "Evers-Plan", those who successfully complete the secondary stage and who wish to continue their studies, should, initially, attend a common basic stage at university. In this course - to give but two examples - the future female medical/technical assistant and the future doctor or the future mechanical engineer and the civil engineer (now called Diplom-Ingenieur) - study at first together i.e. attend the same lectures and practical periods. Only then, on conclusion of the basic course, do the paths of study go in different directions, according to the various professional aims. The Science Council, in its latest recommendations for the extension and structure of education in the higher education field after 1970, also favours "such a consecutive progression of studies in certain subjects" e.g. engineering science. The

Council would not, however, like this model to be generalized.

Baden-Württemberg's Comprehensive Plan for Universities

The state of Baden-Württemberg has some time ago in a model-study (Modellstudie) outlined the alternative to the progressive studies pattern in the form of parallel long and short courses with the possibility of transfer (the so-called Dahrendorf Plan). In the meantime, Baden-Württemberg has further developed its ideas which have been published in a Comprehensive Plan for Universities (Hochschulgesamtplan). According to this plan "cooperative" and "integrated comprehensive universities" are to be tried out simultaneously. For both models - to be carried out in Stuttgart and Constance - the characteristic features are:

+ Interchange of lecturers between the various departments of the comprehensive university.
+ Possibilities of transfer for students from the various departments with full recognition of examination results.
+ Massed concentration in research, teaching and administration with communal use of facilities.
+ Uniform social welfare and advice for students.

The Stuttgart Model envisages close cooperation between thirteen institutes of higher education, situated in the Stuttgart area; these include two universities (one with a technical/scientific bias and the other with a biological/agricultural bias), a state college for Music and Drama, a state academy for the liberal arts, two teachers training colleges, a professional-pedagogical college, three seminars for Studienreferendare (practical training for future grammar

school teachers), a training institute for librarians, a state college of architecture, three state engineering schools (Fachhochschulen) and a further technical seminar. Within the cooperative comprehensive university, these institutions retain their lawful independence, but form a joint coordinating body and joint subject committees and have a common secretariat at their disposal. The students from the various institutions can attend courses in all the facilities of the comprehensive university. The Constance Model on the other hand represents a legitimate unity: here within the walls of one institution training courses of a varied nature are offered, namely those of university level and those of technical training college level. The model is based,however, on parallel courses of study and not on consecutive stages. It is intended, however, to offer "permeability" between allied study courses; thus a graduate of the branch which corresponds to a teachers training college hitherto, can,after successfully concluding four semesters,transfer to university study, and vice-versa, a university student,on completion of his basic study,can continue his training in the teachers training branch with the professional aim of becoming a teacher at a primary, elementary or secondary-modern school - without loss of time in either case. A co-ordination of instructional courses between the different departments in the university is envisaged. Within the engineering studies branch,courses have been planned which students from both technical training colleges and universities may attend.

The 'Box of Bricks' Model

Although the model project of the comprehensive university plan associated,in all,with existing facilities and courses,

which have now been more closely related to each other, an equally interesting and daring counter-model has also been developed in Baden-Württemberg, which breaks to a great extent with conventional ideas of study: the so-called "box of bricks" university (Baukasten-Hochschule).

According to this model drawn up by the young Heidelberg zoologist Ernst von Weizsäcker together with associates on behalf of the SPD-executive for Baden-Württemberg, study would no longer follow a more or less self-contained course but would consist of so-called "study-units". Each "study-unit" consists of a package of lectures, seminars and practical periods within one subject-field, in which overlapping themes are considered which can be dealt with jointly by lecturers and students of different subjects (perhaps by pyschologists and sociologists, biologists and physicists).

It is based on each student successfully completing about two "study-units" per semester - but this is not compulsory since from time to time a student may wish to restrict himself to one "study-unit" to concentrate on certain problems for one term. A "study-unit" which is to represent an intensive course of study, takes in each case four to six weeks. According to the model-proposal, a student can leave university at the end of a semester and receives then a certificate for the units studied. The founders of this model assume that about 12 units (i.e. six semesters) will conclude one's studies. The final examination disappears since proof of successful participation in the units studied will suffice. Normally the student is to complete half the units studied in his main subject, a quarter in allied subjects and auxiliary sciences and

the remainder a matter of free choice.

Not an essential but nevertheless interesting feature of the model is the fact that in the 'box of bricks' comprehensive university study may be taken up without matriculation - after successfully accomplishing three study-units matriculation in these cases may be granted later.

The main advantage of the 'box of bricks' university is undoubtedly that it permits of a more individual and a more easily organised inter-disciplinary course of studies, as is possible with studies which follow a narrowly defined, rigid studies curriculum.

The originators of the model foresee a shortening of the average study-time since no definite number of semesters is laid-down - here, of course, the market for university graduates, i.e. the state and the economy must cooperate, having hitherto placed great value on length of study and qualified standards attained in final examinations.

A further problem for the model comes from the fact that, for material and technical reasons, only a limited number of "study-units" can be ever offered per semester. Consequently the freedom to shape ones studies is restricted and, indeed, probably to a greater degree than is the case with traditional studies at university. Critics also consider the proposed duration of the "units" i.e. four to six weeks, too short to give the course of studies scientific depth.

All in all there are grave doubts about realising this project. It is, however, in higher education policy circles regarded as food for thought and a stimulating contribution for discussion. Elements of this project - of which we could

offer only the most important and original - may well be absorbed into the further planning of comprehensive universities in the Federal Republic, and in the final analysis, in the organisation ever growing in importance, the "contact-study", i.e. the further education of graduates already practising their profession.

General Strike in German Universities? German university teachers demand clarification of their status

There is unrest amongst the university teachers in the Federal Republic. In place of the student movement, which has now dwindled in the meantime to isolated actions tinged with anarchy, has emerged the no less disturbing protests from the younger university teachers. It is borne by the assistants and the so-called academic centre (Mittelbau) i.e. by the greater part of the university teachers; the representatives of the students as well as the West German Rectors' Conference have declared their solidarity to a great extent with the protest.

In 1968 (in No.7) we reported on the emancipation process of the German assistant, described by Ralf Dahrendorf as the "problematic central figure in the university", a mixture of master-craftsman and apprentice, scholar and schoolmaster. This emancipation process, promoted by the determined and constructive attitude to reform on the part of the Federal Assistants Conference (Bundesassistentenkonferenz - BAK) founded in 1968, has led to an ever-improving position for assistants in the student society and in particular in the collegiate management and executive bodies of the university. The first full-time university presidents to hold office in Berlin and Hamburg are assistants, elected by the concentrated voting power of colleagues and students in opposition to the outnumbered professors.

Hardly established and recognised, the BAK threatened to go the way of the Association of German Students (Verband

Sb 000 828

Deutscher Studentenschaften - VDS). Leftist radicalism, lack of liaison between rank and file and the association leaders and disintegrating factors of every type are bringing in their wake the danger of a de facto or de jure dissolution. The committee at present in office has literally flown into the line of fire and is cultivating strong language to underline its leftist profile. Following the "All or Nothing Principle", compromise with those in power is rejected, their own line appears as the only which is right and candour has given way to dogma. A welcome opportunity to practise these tough tactics was given by the "Aims for Staffing Structure in the university sphere" of the Conference of Ministers of Education, published in March, 1970.

Approved by the Ministers of Education as a "basis for discussion" and, of course, as we know from experience, reflecting the views of the educational administrative bodies, this document caused inter alia:

- a sharp exchange - in April, 1970 between the committee of the BAK and the president of the Conference of Ministers of Education which brought no rapprochement;
- an "open letter" from the BAK committee to the president of the Conference of Ministers of Education in which the Minister was accused of suppressing the whole truth about this document;
- isolated absences from duty and a systematically organised two-week strike of assistants at the new Ruhr University Bochum in May, 1970, shortly before the state elections in Northrhine-Westphalia; 50% of the courses dropped out and the rector and students proclaimed their solidarity with the strike;

- a "university day" at all universities on the 26th May, 1970 during which the assistants sought support for their objectives by means of platform discussions and demonstrations;
- an "open letter" from the president of the West German Rectors' Conference to the president of the Conference of Ministers of Education in which the rectors sharply criticized the objectives of the Education Ministers;
- a further strike at Karlsruhe University in June 1970 which paralysed teaching to a great extent;
- a warning from the BAK Committee that actions on a larger scale would follow the "strategy of limited actions", as long as the Education Ministers did not categorically abandon their objectives, and the hint at the end of June, of a possible general strike of the assistants in the Winter Semester of 1970/71.

All this would hardly be of note were it not for the fact that the assistants have the status of civil servants who by virtue of their "employment and allegiance relationship" - clearly an anachronism nowadays - to their employer, the state, are forbidden to strike. The renunciation of sanctions by the state and other features of a traditional labour dispute - with strike committees, to be sure without a strike fund since salaries continue to be paid - reflects the weakness of the educational administration and the process of upheaval in public service, the consequences of which go far beyond the university sphere.

What are the distinguishing features of future staffing structure as proposed by the Ministers of Education? The

objectives refer to all institutions of higher education and not only to the universities; thus the "band width" of the statement is greater and the possibility of misunderstandings, of course, easier. This is particularly true as far as the number of hours for teaching commitments is concerned obviously measured by the protesting higher education teachers with the yard-stick of the traditional professorial commitments (based on the principle of "unity of research and teaching").

The Ministers of Education differentiate:

1. Professors with 6 to 18 committed teaching hours weekly according to the manner of the tasks asked of them altogether; all professors, however, enjoy the same position within the field of research and teaching.

2. Lecturers (Dozenten) with 14 to 18 hours a week; the possibility for active personal research for them is de facto very limited - above all, of course, in their free time.

3. Assistant Professors (Assistenzprofessoren) engaged for 5 years and who are to teach at least 4 hours a week; the main task of this group of young men of letters is to qualify for a permanent post of professor. Auxiliary duties for the professors, as performed hitherto by the assistants, will not be carried out. After five years and with sufficient qualifications they can be offered a permanent post at an institute of higher education (Hochschule); should they not succeed, they will be dismissed with a lump sum for the transitional period. (It should be noted on this point, that the hitherto assistants are temporary civil servants (Beamte auf Widerruf), indeed, for six years, and that the figure of the assistant

professor comes from the BAK itself, even if the content was different).

4. Seconded Civil Servants and Judges (abgeordnete Beamte und Richter) for a short period with 14 - 18 hours a week.

5. Academic Civil Servants (Wissenschaftliche Beamte) for permanent duties e.g. in administration or the management of scientific facilities.

6. "Academic Staff" with employees status ("Wissenschaftliche Kräfte" im Angestelltenverhältnis are to assist the teaching staff full-time or part-time (as tutors). The post is for a fixed period and the carrying out of duties allocated should, at the same time, produce further academic training for these tasks; extensive academic activity, i.e. research, should be made possible not through the functions of the employees but by the granting of stipends.

The assistants and rectors criticize above all:

1. The lack of a "graduate stage", i.e. a sufficiently endowed phase of academic qualification for graduates of higher education and consequently a missing prerequisite for a broad encouragement for younger staff.

2. Teaching commitments have been raised to an unbearable level and prevented for the greater part of university teachers, the necessary interaction between research and teaching.

3. The "academic staff" ("wissenschaftliche Kräfte") had no possibility of further academic training and were fully dependen on the higher education institute in a discriminatory manner.

4. The appointment of assistant professors limited to a period of five years brought uncertainty in its wake; it was debatable whether the qualifications for a professorship could be attained within this time-limit.

5. The proposed salary was insufficient and would, together with the structural discrepancies, lead to a negative selection of junior teaching staff in higher education.

The criticism of the "aims" seems justified on three counts:

- the systematic care of academic junior staff (only rudimentarily implied in the student tutor as a scientific employee) is not safeguarded in the model;
- the permeability between the group of "academic staff" and the assistant professors is inadequate; the vague possibility of a stipend for the purpose of academic qualification was hardly adequate to make the activity of a helper, subject to directions and employed for a limited period, attractive to graduates of higher education; in view of their high number of hours lecturers are underpaid;
- a disregard (which certainly cannot be justified) for the significance of the academician predominantly engaged in teaching;

The teaching body model outlined as an answer by the West German Rectors' Conference distinguishes between the following main groups:

1. Graduates (Graduierte) who either wish to personally further educate themselves (with a very good stipend) or who support research and teaching in institutes of higher education (on full salary) as tutors;
2. Academic associates (wissenschaftliche Mitarbeiter) permanently employed, above all in research;
3. Lecturers (Assistant Professors) engaged for a limited period of six years in research and teaching;

4. Professors.

This model safeguards permeability particularly by the remodelling of the graduate stage and avoids discrimination. It can, of course, only function when the group of professors combine those features which the Ministers of Education ascribe to their groups of "professors" and "lecturers" i.e. if needs be, predominantly and increased teaching activity. That a million students cannot be cared for without a corresponding differentiation within higher education teaching bodies, also in the extent of teaching commitments, and that within the realms of the comprehensive university not every teacher can and must do research, is, of course, a truism which even the critics of the Conference of Ministers of Education should not find hard to accept. If the WRK Professor is only a further development of the old professorial chair, then teaching in future comprehensive universities is not safeguarded.

In the final analysis it is not the model which is decisive but the practical application of its design. Consequently one must not expect miracles from the coming Federal University Skeleton Law. Whatever model it contains the decision on the ratio of research/teaching allocated to those actively and permanently engaged in universities (i.e. graduates and assistant professors) cannot be avoided by those responsible for higher education, the Federal Government and the Länder.

S h o r t N o t i c e s and A n n o u n c e m e n t s

Federal Government/Länder Commission for Educational Planning

On the 25th June 1970 an agreement to establish a joint Federal Government/Länder Commission for Educational Planning was signed (see our announcement in No.3/1970 of this service). The commission began work already on the 1st July, 1970.

Its main tasks will be: 1. To evolve long term skeleton plans for the agreed development of the education system and the general promotion of research, 2. To work out an education budget, 3. To examine constantly the plans of the Federal Government and the Länder.

In addition, the commission is to outline medium-term phased plans, stimulate projects in the field of educational research and educational planning, produce proposals for the joint setting-up and further development of supra-regional information service for the education system and research promotion.

The commission comprises 7 representatives of the Federal Government and 1 representative per Land Government. Both groups have 11 votes. Decisions by the commission require a majority of 3/4 of the members' votes. Their recommendations will be presented to heads of governments for consideration and passing as a resolution. Decisions on recommendations of the commission require the agreement of at least 9 heads of government.

Uniform Financing in the comprehensive university field

On the 19th June the Federal German parliament passed with a large majority changes in Article 91a of the Basic Law as well as the law for the furtherance of buildings for

higher education. Consequently the extension and erection of all higher education buildings and not merely of "academic" ("wissenschaftliche") institutes of higher education (as hitherto), be the joint responsibility of the Federal Government and the Länder. These amending laws signify a further step along the path to comprehensive universities.

Hesse: the first integrated comprehensive university in Kassel

As Minister of Education Professor von Friedeburg announced, Land Hesse intends to establish an integrated comprehensive university in Kassel. A skeleton plan for the development of the university is already available. Clearly the project is to be realised very quickly. Kassel has not been a university town hitherto. Its engineering school and technical colleges as well as the state college for the liberal arts are to be fully integrated into the comprehensive university, with the emphasis on the engineering sciences, natural sciences and all subjects of teachership.

For the first time in the Federal Republic study courses offer professional graduation with greater reference to applicability and research.

The university in its completed stage is to take up 13,000 to 15,000 students. The first students are to begin their studies in 1971 already.

Home study via the association of mass-media

A preparatory committee set up by the Länder presented at the end of June its recommendations for the establishment of home study via the association of mass-media. The draft of a relative agreement between the Federal Government and the

Länder was drawn up at the same time.

The realisation of the recommendations which concern mainly organisational forms of home study would require, apart from routine costs, some DM 83 million. In the opinion of the committee an initial development and trial phase of four years will be necessary to build up home study in the tertiary sphere.

(A detailed report on the problems and proposals linked with the introduction of home study will appear in our next issue).

Legal informatics

Regensburg University is the first to offer a studies course in legal informatics. This new subject is to acquaint law students with the theory and practice of data processing.

Educational research in Constance

As stated in the Constance University Newspaper (No.28/70) a series of educational research projects is to be promoted at Constance University. To this belong investigation of teachers' views (origin and change of educational and scholastic views of would-be teachers), the socialisation effects of different types of school, regional structure of educational participation, educational biographies and ideas on "raison d'etre" by academicians, speech habits of academicians and the problems of deciding what the aims of learning are.

What careers do secondary modern pupils (Realschüler) choose?

An interesting statistic (published in "Elternbriefe" No.2/48/1970, a publication of secondary school parents associations in Germany) reveals how much the professional and

educational plans of secondary modern school pupils have changed between 1963 and 1968.

Most striking is the ever-growing percentage of secondary modern school leavers who decide on further education under special arrangements at grammar schools (Aufbaugymnasien), higher business schools etc. Whereas in 1963 18% of the boys and 26% of the girls chose this path, in 1968 it was 30.5% of the boys and 38.7% of the girls.

There has been a marked decrease in the tendency with boys to choose careers in industry (technicians etc.): 36% in 1963 compared with 21.8% in 1968. With the girls the proportion has hardly changed (10% and 10.1% respectively). Nevertheless the field of "industrial careers" remains, now as ever, the most sought after professional objective for male secondary modern school leavers.

The trend towards learning a trade is dropping: this was chosen by 5% of the boys in 1968 (1963 7%) and by 3% of the girls (1963 4%).

Now as ever only a few secondary modern pupils decided on agricultural and forestry careers (under 2%), and likewise surprisingly few boys (1%) and girls (1963 4%, 1968 2.5%) chose careers in the cultural sphere (e.g. interpreter, bookseller, arts and crafts inter alia.)

The proportion of those following a career in business and trade immediately on leaving secondary modern school has dropped, namely from 24% to 22% with the boys and 35% to 24.3% with the girls. It is probable, however, that secondary modern pupils will turn to these professions following extended education in school or technical school. With the girls

commercial careers are the most sought after, with the boys they take second place after industry.

One can envisage secondary modern school pupils in the professional field of the "Civil service and administration of justice", intent on a career as a civil servant e.g. with the Federal Railways or the Federal Post; immediately on leaving school only 7% of the boys (1963 12%) and 5.8% of the girls (1963 11%) chose this career. Many of those anxious for promotion, who are likely to chose this path, may well be aiming for Abitur (grammar school leaving certificate) as a higher qualification before embarking upon a career.

Interest amongst secondary modern girls for careers in the field of welfare and health services (1963 9%, 1968 15.4%) is on the increase. Male secondary modern school leavers are uninterested in these professions (0.5%).

Instruction in Italian in German schools

According to a bulletin issued by the Italian Embassy, the provision for and interest in instruction in Italian in grammar schools is most marked in the southernmost of the Länder, namely Bavaria. In 62 schools there almost 1,000 pupils are learning Italian. In Northrhine-Westphalia the Italian courses number 27 with 454 pupils. In the northern part of the Federal Republic Italian falls back to third place behind Spanish and Russian.

It must be pointed out that Italian at all these schools, in addition to the compulsory languages English, French and Latin, represents in each case a voluntary fourth foreign language.

For those readers interested, it may be of use to know that the bulletin published monthly by the Embassy reports continually on the courses with Italian themes at German universities.

Mathematics competition in Baden-Württemberg

Following the example in Hesse, Baden-Württemberg is holding mathematics competitions to stimulate pride of achievement in pupils in that area. 200 grammar school pupils have taken part in the first competition. In this 12 first prizes and 25 second prizes were won.

Hesse: preliminary classes in primary schools

The Ministry of Education for this Land has published a list of preliminary classes in Hessian primary schools. Whereas there were only 52 preliminary classes in 1963/64, the number has now risen to 109 with 1,779 pupils. In addition, there are 28 preliminary classes with 241 pupils for special schools (for backward children).

Marks - electronically

Since September 1969 in a Munich secondary modern school with 1,700 pupils, the assessment of marks by means of data processing (Siemens calculating machine) has been tried out. On the strength of the suggested marks assessed by the computer the teaching staff make their final decision. School reports are also produced by the calculator.